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ABSTRACT

A commission on school leadership, charged with examining how schools are managed by school administrators in California and then determining whether emerging trends in America's most well-managed companies have relevance for schools, went far beyond this and finally recommended a top-to-bottom revolution. The recommendations, which are based on 15 months of meeting with educators and other reports together with the documentation acquired through this process, are intended to guide policymakers, legislators, and educational leaders toward a partnership model for managing the human, technical, and financial resources required to meet the coming needs. The conclusions and recommendations are grouped into four broad categories. California must: (1) recognize and adapt to changes in society; (2) promote local leadership; (3) build a partnership between teachers and administrators; and (4) significantly increase spending on education. Under each broad category of recommendations, several specific suggestions are listed. Resources, which are divided into publications and presentations, and a list of commission members are appended. (LMS)

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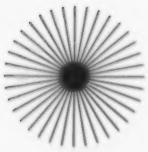
Return to Greatness:

Strategies for Powerful Improvements in Our Schools



California Must Recognize and Adapt to Changes in Society

California Must Promote Local Leadership

California Must Build a Partnership Between Teachers and Administrators

California Must Significantly Increase Spending on Education

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Letters

We Are Failing to Prepare Our Children for the Future

No society deserves a great future unless it builds the platform to help its children leap into that future.

The task presented to our commission seemed direct: Examine how schools are managed by school administrators and determine whether emerging trends in America's most honored and well-managed companies have relevance for managing California's schools.

What we found took us beyond that. The problems of California's schools go beyond inadequate resources and constricting management practices. We believe that nothing short of a top-to-bottom revolution is needed to prepare our schools for the future. Everyone seems to be calling for restructuring. *We are, too!*

But before we tackle the details of restructuring, we need to come to grips with two overwhelming truths: First, we have starved the California school system financially, and we have too often justified it by parroting a commonly uttered myth about lack of productivity. Second, we have allowed schools to take far too little responsibility for the destiny of their "business." Too many educators don't want to *fight* for real improvements. The system is too complicated for them to do any more than grab what they can for their own district.

We must stop spreading the idea that schools can adopt new (and better) programs without new money. It is not fair to keep saying that schools can do new things with the savings gained from being more productive. Schools *must* be more productive. But the upfront investment required to get where we need to get is far, far greater than the immediate savings we will see from increases in productivity.

In this report, the Commission addresses increased productivity—in fact it is the centerpiece of our recommendations. We want to dramatically increase shared decision making at the school site. We want to see a powerful emphasis on professionalism in the system. When outstanding schools make

these changes, they do it because great people realize it is the only way to assist learning for our children. This is why we have schools in the first place. Great schools realize they exist for students, and not to employ teachers and administrators.

Our recommendations will scare some people, because our insistence on local control will conjure up visions of some schools doing things their own way instead of the "centrally approved" (and probably more comfortable and conservative) way. We have to get past that, learn the lessons from the innovators, and teach one another what works best.

It may seem to some that we seldom use the word *accountability*—at least not as frequently as is popular. We deeply believe in accountability. We just consider it intimately packaged with shared decision making and professionalism. In fact, to lift it out of that package is to make it shallow, even misleading.

Part of shared decision making and of gaining society's trust is the task of developing measures that truly show the results of a professional's performance. Real accountability happens when these measures are clear, related to high-level learning, and made visible to the community. You know real accountability is happening when the people latch on to a simple and understandable vision, and demand the results that that vision promises.

While this report is critical and often unrelenting, we nevertheless believe that California schools already have talent and leadership. There is plenty of energy and unleashed commitment that must be allowed to flourish.

The problems have been long in the making, and will be hard for the participants to change, but we feel certain that our schools can be successful. Our recommendations are specific and designed to enoble the profession. Through it all, we hope we have been encouraging.

For much of this century, California had a public school system that was the envy of most other states. It is now time to take dramatic action to return our schools to greatness.

David J. Barram
Vice President, Apple Computer, Inc.
Chair, Commission on Public School Administration
and Leadership

October 1988

Letters

The Future That We See

California offers our students and ourselves two futures, and the choice between them can no longer wait for further debate.

One future offers the rich promise that has so often been demonstrated in our history. A promise that, in the past, helped create a California ecomomy larger than the economies of most nations of the world. A promise that, in our future, will celebrate the diversity and strengths of our people, establishing California as a nation-state like no other.

The other future—one that will surely come if we continue the unconscionable neglect of our schools—carries negative social costs that can barely be calculated, much less tolerated.

Our future rests with the education we provide our young people. The evidence shouts loudly that decisive, dramatic leadership is needed. The time to act is now.

The Commission on Public School Administration and Leadership

This Commission was formed by the Association of California School Administrators (ACSA), whose 15,200 members will help lead our schools into the twenty-first century.

Other recent commissions studying both California's and our nation's schools have examined the role of teachers, curricula, changing demographics, and the restructuring of education. The Commission on Leadership was charged specifically with examining how schools are managed, and, more important, *how they must be managed* from this day forward to achieve the level of excellence that Californians demand for their children.

The recommendations that follow complement and support the findings of other commissions. The recommendations are intended to guide policymakers, legislators, and educational leaders toward a partnership model for managing the hu-

man, technical, and financial resources required to meet the needs of California students.

A Clear Voice

The Commission on Leadership is unique. Membership was extended to some of California's finest and most innovative business leaders, who brought a fresh perspective on how the lessons learned by industry might be applied to managing our schools. Joining these business leaders were outstanding educators, including administrators, teachers, and university professors, and representatives of school boards, the Governor's office, and the office of the State Superintendent of Public Instruction.

For fifteen months the Commission met and listened to experts present ideas about the future of our schools. The Commission members gathered an impressive array of documentation and insights from scholars and educators working in the schools. And they asked tough questions, often receiving challenging answers.

This diverse Commission presents its recommendations with a clear and compelling voice. Where we go from here will depend on the political courage and the commitment to change expressed by California's citizens.

ACSA, joining with the Business Roundtable, the Governor, the Superintendent of Public Instruction, and others, will help lead the debate about the future of our schools.

During the next year ACSA will focus its energies on creating excitement at the community level for educational change, while working simultaneously to keep education first on California's public and political agenda.

The schools of the future must have at their foundation a partnership—a partnership between our teachers, principals, superintendents, and school boards, supported by the community and by families, all working in concert to meet the educational needs of California's children.

The future that we see is outlined in our report.

James R. Fillbrandt

James R. Fillbrandt
Assistant Superintendent, Kern Union High School District
Past President,
Association of California School Administrators

October 1988

Summary

Education Today

To understand where we must move California education, it is important to stop long enough to understand where we are today.

What follow are the unvarnished realities facing our communities and our school administrators each and every school day.

Changing Demographics

The face of California is changing dramatically, and our schools mirror this striking new development.

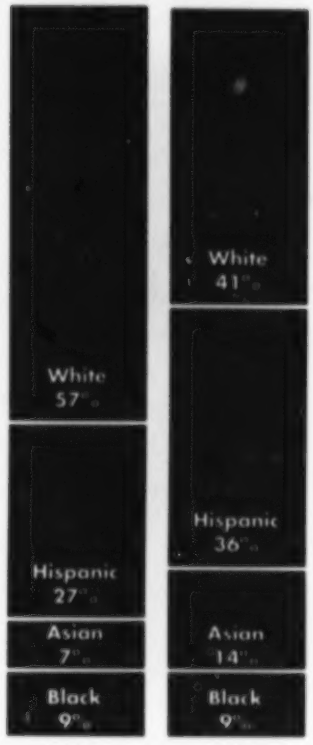
The most obvious change lies in the rapid influx of immigrants from Asia Pacific and the continued migration northward of Latin Americans.

By the turn of the century, Asian students in California's public schools will double in number, from 7 percent of the student population in 1980 to about 14 percent. Hispanic students will make up more than one-third of all students (36 percent, versus 27 percent in 1980), while Black students will remain stable at 9 percent of the total group. White students—in 1980, the majority at 57 percent—will drop to 41 percent of all students in the year 2000.

The ethnic makeup of California schools has been changing rapidly for two decades. Today, California public school enrollments are composed of a "majority of minorities." This trend will continue. From now on, everyone will be a "minority."

With this changing student population come cultural diversity and new challenges for educators.

It is not uncommon in major urban school districts for principals and teachers to face students speaking dozens of languages and dialects.



Changing Faces

Fully one-fourth of all California students speak a language other than English. Of this group, only half are proficient in English, while the other half struggles with limited English skills. Our schools are simply not equipped to handle this diversity.

California is also experiencing a "baby boomlet" as the baby boomers of a prior generation begin to have children of their own. Today's birthrate is the highest since the boom years of 1949–63, and it has broad implications for our schools.

Student enrollments are increasing in almost every California county, with the largest gains in the elementary grades. Recent projections by the State Department of Finance indicate that by 1993–94, K–12 enrollment will reach 5.3 million—an average annual increase of 140,000 students.

The simple fact is that many communities face an old and vexing problem: There is no room in the schoolhouse for our children, and there are limited funds to improve existing facilities or build new ones.

Our schools are also touched by the rise of single-parent households, which have nearly doubled since 1940. Many of these households are low-income. The number of children from such families is increasing, and their relative situation is worse today than it was only 10 years ago.

With these changes come ever-increasing numbers of "at-risk" students—students who must have more individualized attention in order to succeed. Given the proper resources, there seems little doubt that success—measured by any reasonable definition—is attainable. But those resources are not being provided today.

Schools and Change

California's demographic changes are easy to recognize. But there are other currents that threaten to wash away the foundations of our schools.

Society has laid at the schoolhouse door a bewildering array of mandates.

Today, our schools have been assigned—often without educators' having been consulted—the responsibility of addressing myriad problems. Drug abuse, teen pregnancies, sex education, parenting, desegregation, equal rights and opportunities, child abuse, child care, and more have found their way into the classroom by court mandate, legislative regulation, or an unwillingness on the part of communities to deal with these challenging issues. Clearly, our schools often suffer from a collective community shortsightedness.

Where church and family and community once stood equally as partners, now too often the teacher and principal stand alone. Social norms of behavior are more often set by television network programmers and film producers.

Schools alone cannot possibly reweave the fabric of society—nor should they.

When principals gather to share common problems, they often ask, "How can we compete with a drug culture that allows 10-year-old boys to earn hundreds of dollars each month selling crack for a 16-year-old pusher who drives home each day in a $65,000 European sports car?" Principals are asking, "Who will help?"

Public Apathy

Some believe that the public schools no longer belong to the people. As school enrollments dropped in the late 1960s and the 1970s, and fundamental changes occurred in the way California funds its schools, effective control passed from the local majority to the state.

And as control has passed to the state, the texture of local control by school boards has also, in some cases, become politicized far more than ever before. Often, school boards reflect the agendas not of the community at large, but of those with special interests or special agendas.

For dozens of years, school board members viewed their role as "trustees," setting important policies based on the perceived will of the community.

Now, school board members are more often cast as representatives, working as politicians responsive to their own individual interest groups. Though some boards use these newfound political skills to good advantage in behalf of community goals, the political environment has added a new, and disturbing, element to school governance.

In addition, individuals without children in school have found few reasons to be concerned about education and have little knowledge of or involvement in community schools.

Centralized Funding

The problem of an uninterested public is clearly exacerbated by the most fundamentally misunderstood aspect of California schools: the radical change in the way schools are funded.

California's citizens embrace the notion that local taxes provide support for our schools. In fact, as a result of sweeping changes brought about by court mandates and citizen initiatives, more than 75 percent of the support provided to

our school comes from state and federal sources, not local dollars. In many districts, that total approaches 95 percent.

This anomaly works against one of the oldest and most fundamental tenets of our nation's school systems: local control. Without control of the budget, local school boards, serving as representatives of the community, can only move to dismantle, and rarely to build.

Increasing Regulation

For what once were reasons of fairness and equality, among others, legislators and bureaucrats have attempted to direct the business of education from Sacramento and Washington, D.C.

In a sense, the attitude portrayed is that education is too important a business to be left to educators. Instead of setting goals and providing resources to achieve those goals—which is the model widely followed in business—the regulators specify the goal *and* the steps needed to achieve that goal. And school districts must monitor and report progress, risking penalties, in some cases, for any deviance from the plan. Creativity, compassion—even caring—wither.

The unnecessary codes and regulations that govern state and federal educational programs fill countless bookshelves. The school bureaucracy at all levels attunes itself to the never-ending completion of yet another form, forgetting the highest priority of all: the education of our children.

The system that exists is beyond failing—it is in danger of suffocating from its own weight.

Unions and management don't bargain enough about improving education. Rather, they bargain too much about work rules and endless restrictions that sap the energies of both teachers and administrators, who should be focusing instead on improving instructional practices and effectiveness.

Simply put, school administrators at all levels are strangling in a web of regulations. There is little breath left.

Communications and Decision Making

A climate of mistrust and wariness exists among people who should be working most closely together for the benefit of our students.

Sadly, it is not uncommon to find school board members who are frustrated with superintendents and their staffs. Superintendents, in turn, are wary of principals. Principals find teachers fractious and uncooperative. Teachers find administrators authoritarian and insensitive. Each constructs

walls to block themselves off from the other, rather than building bridges of understanding and collegiality.

We believe all of them want to work together for the benefit of our children. But we also believe that the system that has evolved in the past few decades prevents school leaders from considering how this might happen.

In too many cases, bargaining between school districts and unions has become routinely confrontational. The result mirrors the worst memories of the blue-collar industrial union model of the 1930s and '40s and '50s. Little professionalism is in evidence.

Contracts specify for the principal what day may be used for staff meetings, how long they must last, and what the agenda may cover. Teachers feel that their professional lives are overly controlled in a demeaning fashion by constant classroom interruptions, menial tasks that relate not to education but to order and control, and a chilling lack of attention to physical equipment and facilities.

Evaluation for improvement risks becoming a meaningless process, with teachers resisting outside insights, and principals uncertain and unsure of how best to contribute. Not enough time is available for evaluation, or for meaningful dialogue about how to improve the performance of the educational team in behalf of students.

Flexibility in managing the schools is nonexistent as a result of overregulation by contract, code, and excessive legislation. And while education may be among the most studied industries in our country, only nominal progress has been made toward loosening the constraints to allow for the introduction of new ideas and approaches.

Low Spending

Though the demands on schools have never been greater, California's financial support for schools is inadequate, and shamefully so.

We believe Californians would be shocked to learn that their state ranks 47th among all states in the portion of personal income we are currently investing in educating our children. Are our children worth so little?

Compared to national averages, California ranks at or near the bottom in important indicators of support, such as class size and funding per pupil. Where teacher salaries have increased, they are still far from attractive enough in California to bring top-quality candidates to education—or, even worse, to keep exceptionally qualified teachers in our schools.

Spending per Pupil, 1986–87

In 1987, California spent 39 percent less per pupil per year than New York, or $72,900 less per classroom of 30 students. California K–12 public education spending in 1986–87 as a percent of personal income was 3.3 percent, nearly one full percentage point below the national average of 4.0 percent.

As a percentage of total state and local government expenditures, our spending in California (according to "Conditions of Education in California 1988") for schools was 20.8 percent in 1985–86, when the national average was 24 percent. Only five states spent less, and the gap has widened since.

To cover enrollment growth and projected inflation as we head in just a few short years to the year 2000, school funding in California must increase dramatically.

Without sensible modifications to the Gann Spending Limit, our schools will wither, and the most basic educational needs will go unmet.

Holding Schools Responsible

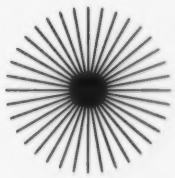
Our collective frustrations have created a new sense of accountability at all levels in education. California has established a statewide accountability program that allows schools to be judged on a variety of indicators such as test scores and enrollment in academic courses. Progress is being made in all these areas.

But much remains to be done, and the true achievement of success stands across the way, waiting for the time when teachers, administrators, and the community join together in a collegial partnership and focus their collective creative energies and spirit on the most important place of all: the classroom, where the magic of education occurs.

Summary

Recommendations

1: California Must Recognize and Adapt to Changes in Society



- **We must recognize our cultural change from an agrarian-based society to one based on knowledge/service work.**

  We must alter our school year, and we must alter the way we use education time to provide more opportunities for students to receive quality education.

- **At-risk students must be educated in smaller units to allow for more effective instruction.**

  Concentration on language skills in the early years of education is critical to later success.

- **Every student must meet the performance expectations for each grade level, no matter what special resources are needed to achieve this goal.**

- **Each local community must have a youth services policy that links school district, community, state, and federal programs for maximum effectiveness.**

- **California must separate the costs of instruction from the costs of providing youth services.**

2: California Must Promote Local Leadership

Where Decisions Should Be Made

- **The professionals at the school site—the teachers and principal—should make decisions and implement them in accordance with the district's vision and expectations.**

  They should be responsible for establishing instructional approaches, methodologies, and strategies. The central office staff should serve local school sites, to allow local building-level professionals to concentrate on instruction.

- **The superintendent, as chief executive officer, must provide leadership and vision for the school district. The superin-**

tendent must select principals and then support them effectively.

- **Local school board members must serve as trustees.**

  The board should hire the superintendent and approve the appointment of the superintendent's staff. The board should establish policies that assure that state expectations are met, and establish local expectations of the schools. In setting policies to guide the district, the board should provide clear guidance on the roles and responsibilities of the superintendent and administrative staff. Training for school board members is of critical importance.

- **The California Department of Education should continue its efforts to develop effective and unburdensome monitoring mechanisms.**

  The department should serve as a clearinghouse for the sharing of innovative educational practices among local school districts. A strong analysis and research capacity should be developed to provide local school districts with useful data and research findings.

- **The Department of Education should continue to provide leadership and to develop curriculum frameworks that districts can use as guidelines.**

- **The state should set clear expectations for the performance of the public schools, but should not prescribe how the expectations will be met.**

  Such expectations should be monitored through statewide indices such as student achievement tests, retention rates, college attendance, job placement, community service, and extracurricular involvement of students.

- **The governor, the legislature, the state board of education, the state superintendent of public instruction, school boards, local administrators, and teachers should provide leadership for the creation of a restructured educational system.**

Deregulation

- **Parents should have an increased opportunity to select the public school program their child attends, either in the district where they live or in the district where they work. While we believe strongly in this idea, we hold resolutely that we must not further segregate students, nor deny equal access.**

- **The education code should be changed from an overly prescriptive regulating document to a broad constitution in those areas relating to expectations, state monitoring, curriculum, employment, and employee relations. Aspects of the code that result in overregulation should be eliminated.**

3: California Must Build a Partnership Between Teachers and Administrators

- **School boards and administrators must take primary responsibility for creating an environment for proposing and nurturing a partnership-based decision-making process.**

  Teacher unions must participate equally in proposing and nurturing such partnerships. Business, community, and elected leaders must also provide strong support.

- **School culture must create a climate that motivates all within it, provides opportunities for innovation, and rewards excellence.**

  The school system must change to accommodate a new work environment—one that will allow teachers to teach, will use technology to increase productivity, and will provide adequate support staff. Shared decision making will help the movement toward a new work environment.

- **Future relationships between central office administrators, teachers, and site administrators should be lifted to the collegial level.**

  Responsibility for making important decisions that directly impact the success of school programs, as well as the commitment to implement these decisions, must be accepted and shared by professional staff at all levels.

- **Teachers are professionals. The centerpiece of a profession is a partnership decision-making model built on respect and trust.**

  The current educational bargaining process is based on the industrial union model. The Commission holds that professional educators should not use such a model, because it creates a work rule mentality, utilizes adversarial techniques, and creates combatants rather than facilitators and leaders.

  The essence of a professional relationship is to minimize matters formalized by contract and subject to third-party intervention and interpretation. This Commission makes a sharp distinction between core salary, benefit, and due process matters that should be formally bargained, and the broad range of educational, instructional, and work environment matters that administrators and teachers should jointly decide.

- **The Commission believes overall teacher compensation must be elevated to levels that will attract and retain the best people for the profession.**

  Compensation must be closely tied to professional models that recognize outstanding achievement—a career ladder approach, for example.

- **Beginning teachers must be provided additional support and appropriate workloads to allow for development of teaching skills.**

  Tenure should be granted through a five-year process, providing ample opportunity for teacher development. Granting of tenure should be based on the judgments of professionals with expertise in grade level and subject, on principal evaluations, and on student performance.

Administrator Preparation and Staff Development

- **A greater investment at the state and local levels must be made in staff development. Staff development must be an integral part of the contract year. Such time should be in the form of additional contract days.**

- **A legislatively created credentialing board, with representatives from throughout the education profession, should be formed to determine the content of administrator preparation programs, to issue credentials, and to remove credentials for cause. Administrators should be periodically recertifed.**

  To allow schools to create their own paths toward effectiveness, we must acknowledge that administrators and teachers alike will need time to meet both formally and informally; they will also need frequent staff development opportunities and considerable patience with one another. Important change involves risk, and trial and error, and the transition process will proceed best in an atmosphere of good-humored forbearance.

4: California Must Significantly Increase Spending on Education

- **The State Constitution should be amended as follows:**

  Require the Legislature to establish base levels of funding on three-year rolling cycles to allow school districts sufficient time to plan their programs;

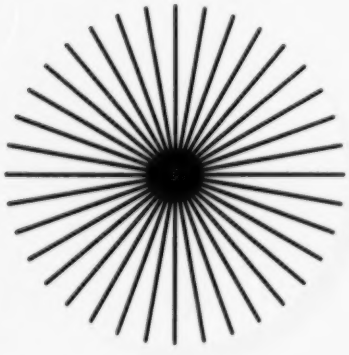
  Establish a five-year plan for closing the per-pupil funding gap that currently exists between California and the top 10 states in the nation (excluding Alaska);

Reapportion state and local revenue sources so that local sources make up a much larger share of school funding, and give school districts authority, subject to majority voter approval, to raise additional revenues for school improvement (such additional support should be on top of funds provided through the existing district revenue limit mechanism and must be "Serrano Neutral");

Make all local elections to increase local property tax revenues and to enact parcel taxes and general obligation bonds subject to a majority of the electorate, rather than a two-thirds vote; and

Modify the Gann Spending Limits to allow for the expenditure of increased state and local revenues.

- **The state's current per-pupil allocation formula must be rewritten to include an added calculation for lower socio-economic students and at-risk students who require additional support at increased costs.**
- **To compromise between the elimination of categorical programs and block grants, we recommend that the school-based Programs Coordination Act (AB 777) be amended to grant local school districts and their communities greater autonomy and flexibility in funding and staffing site-level programs designed to help children in need.**
- **California's school infrastructure must receive immediate attention. We must invest in added facilities, remodel outdated facilities, and maintain the existing physical plant. We cannot continue to defer maintenance.**



The Report

1: California Must Recognize and Adapt to Changes in Society

Dealing with Change

Perhaps nothing is more affected by the rapid change in California's population than its public schools. What result are twin pressures.

First, on a broad scale, is the pressure for schools to adjust to dramatic changes in our society as we move toward a knowledge-based/service economy that competes on an international stage.

Second, and much more focused, is the pressure for schools to adjust to the rapid influx of students from different cultural and ethnic backgrounds.

It seems clear that the historical organization of our school year makes little sense in today's world. The typical September through early June school year was designed to serve a farm economy, putting strong backs in the fields when they were needed. Today, the need for strong minds is paramount, and by clinging to the old calendar we are short-changing our students and ourselves.

All jobs in the fastest-growing job categories require more than the median level of education. When jobs are ranked according to skill level, rather than years of education, the requirements rise even more dramatically.

A longer school year would help deal with the explosion of knowledge that has occurred in the past 50 years. New technologies and new ways of teaching make that new knowledge more accessible than ever before to California's students. As part of that expanded school year, learning activities should focus more on problem solving, skill building, and the process of learning.

A longer school year is needed, not only to provide students with more opportunity for quality learning, but to provide teachers and administrators more opportunity for training and planning, and for spending additional time with students who need individualized help. (These issues are discussed more fully later in this report.)

The Commission believes the California legislature should set overall standards for the number and length of instructional days. An analysis should be made of our principal international, economic, cultural, and intellectual competitors to determine the approaches used in each setting.

The revised school year should be phased in over the next five years, as resources and classrooms become available to support this effort.

Helping Those Who Need Help Most

Of greater concern is the increase in the number of at-risk students in California schools. *We are failing these students, and we must quickly move to meet their needs, or together we will pay the consequences.*

There are many definitions of at-risk students.

For younger children, the term encompasses students who are members of households with income at or below poverty levels, and who have not made progress in mastering basic skills appropriate for their age; and students who, in the judgment of qualified educators, have health, social, or family problems that impair their ability to succeed.

Older children follow similar patterns, but add troubling new dimensions, such as flagrant truancy, failure to progress in grade, low test scores, or such critical problems as teen pregnancy, alcoholism, drug abuse, and attempted suicide.

Too many students arrive at school in their early years already in crisis, victims of poverty and unwitting players in society's welfare treadmill.

Some reports have noted that the proportion of California children living below the poverty line has exceeded the United States proportion since 1982. Of female-headed households with a child under 18, 46 percent lived below the poverty level in 1986, according to the findings of "Conditions of Education in California 1988."

Such students must be of concern to all Californians, because their failure in school becomes a later failure in society, often resulting in increased costs of welfare, prison, and similar support or corrective programs. The costs are further measured in broken lives, and in families accepting a routine existence at or near the poverty line.

Spending Alternatives – One-Year Cost

Too often, at-risk students become a greater burden on society by expressing their frustrations as criminals.

In 1986–87 we spent $3,794 per student on education in California. In Sacramento, according to the Sacramento County Department of Education, a one-year stay in juvenile hall costs $23,878, and a one-year stay in a minimum security county jail costs $12,498.

By not providing resources to deal with the problem effectively, we are in effect perpetuating a haves and have-nots society in the worst possible sense, one that will end in class upheaval and great social unrest.

We are also placing in jeopardy California's future as an industrial and technological leader. By accepting that one-third of our young people will not be adequately trained or schooled to deal with the jobs of the 1990s and beyond, we are accepting mediocrity and economic stagnation.

The evidence is compelling. *The Forgotten Half: Non-College Youth in America* reported that in 1986, young male drop-outs aged 20 to 24 earned a median wage of $6,725; same-age high school graduates earned $10,720, and same-age college graduates, $13,502.

Here are the students that teachers and administrators are finding at the school door: *Education Week* noted that nearly four million students entered American schools in 1986. Of that group, 25 percent were from families in poverty (including single parent families); 14 percent were children of teenagers; 15 percent were physically or mentally handicapped; 15 percent were immigrants who spoke a language other than English; 14 percent would live in a broken home before reaching 18 years of age; 10 percent had poorly educated or illiterate parents; 25 percent or more would not finish high school; and 30 percent were latchkey children with no one to greet them when they came home from school.

California's profile is even more dramatic. Nearly 25 percent of California students speak a language other than English. The proportion of California children living below the poverty line has exceeded the United States proportion for nearly five years. This year's 12th grade class totaled just 77.2 percent of last year's 11th grade class.

Clearly, the demands on our administrators and teachers have changed.

Too often, there is a tendency to paint these changes only as problems to be solved. From such diversity has come California's rich culture and economic strength. Our efforts should be focused on helping our new Californians achieve their goals and dreams, thereby reaching our own.

We particularly believe that all students—including the at-risk students who are an ever larger part of our public school enrollments—deserve every opportunity to succeed.

To encourage this success, we must make a variety of choices. And nearly all these choices involve increased dollars for educating at-risk students.

Chief among our beliefs is that at-risk students must be educated in smaller classes, to allow for more individualized instruction, and to allow for greater contact with adults—a circumstance that has been found to be a key ingredient in the success of reaching at-risk youngsters.

Early childhood education must be made available to more at-risk students. And teachers faced with multi-lingual, multi-cultural classrooms must be given additional training and the appropriate aides or instructional resources to help children find success—no matter the language barrier.

We must create an environment in which educators believe that all students can achieve and learn. Teachers and principals must be provided ongoing staff development that recognizes the wide variety of ways that young people learn. *And we must increase our focus on language instruction as a key ingredient to success at all levels of education.*

We believe further that California educators must focus on ensuring that students are at least at grade level, no matter what special resources are needed to achieve that goal. Every student must meet performance expectations at each grade level. To accept less is to shortchange their future—and ours.

Today, students fall further behind each year because of the lack of resources for individualized attention. By the time they reach junior high school, the drop-out die is often cast. If and when they reach high school, what was a possibility becomes a grim reality.

If the resources are provided to educators, we believe it is possible to lower the drop-out rate by one-third in five years, and by half in ten years.

The Commission believes a further goal should be that the retention rate by the year 2000 should match the average of the five most successful states in the Union, and of our most important international competitors.

Schools with large at-risk student populations will require additional resources and support to achieve these goals.

Focusing Community Resources

While increasing the resources targeted for at-risk students is clearly called for, a more coordinated and comprehensive approach to the entire problem of serving our youth is needed.

To properly focus the debate, the Commission believes that California must separate the true costs of instruction from social service programs conducted in the schools.

For example, funds for such things as drug abuse, teen pregnancy, sex education, driver education, health, nutrition, child care, and other social issue programs should be removed from the funding debate on per-pupil expenditures. Such a change should take place immediately. This will allow for more accurate discussions about the resources California is providing educators.

To maximize the value of such efforts, the Commission further believes that all civic and governmental agencies in the local community should carefully coordinate their youth services activities to create powerful partnerships and meaningful involvement with our youth. At this time, California does not seem to have a comprehensive or coordinated youth services policy.

What policy does exist is placed on the backs of teachers and school administrators. It more properly belongs with the community, including schools as part of that larger community.

Conclusions

Extra Time for Students Who Need Help

We know that not all children learn at the same pace. And we know that not all subjects require the same clock-hour contact time. Administrators and teachers should organize after-school, Saturday, and summer school intersession programs for students who need additional time to master basic skills.

Diagnostic Centers

School districts should have easy access to diagnostic centers to help teachers pinpoint and remediate students' skill and concept deficiencies. Such centers should have available a broad mixture of supplemental instructional materials from which teachers can select added targeted learning and reinforcement activities.

Educating At-Risk Students Early in Smaller Settings

Headstart programs have demonstrated their long-term payoff. Districts and schools should offer such programs, requiring additional funding for both instruction and facilities.

Existing school programs should be restructured so that schools with large numbers of at-risk children do not have class sizes above 20 students. Further, such schools should be limited to 300 students. This may require a "school within a school" unit to allow for efficient use of school facilities.

We also believe that these children benefit from adult role models. Such students need daily contact with adults who know them personally. It is possible that additional funding will be needed to provide sufficient staffing.

Concentration on Language Acquisition in Early Years

The centrality of language for success in school and society is widely recognized. The principal and instructional team must incorporate into the elementary curriculum an enhanced and coordinated focus on reading, speaking, spelling, and writing for all children. This will require the development of a coordinated building plan and supporting staff training.

Coordinated Child and Youth Services Policy

The Governor, legislature, and superintendent of public instruction must announce and support a coordinated statewide effort that reaches every California community. Such a program might specify the framework for—or a model for—coordinated child and youth services policies.

The outcome we seek is interagency cooperation and extensive communication and sharing of ideas about how best to serve the needs of our youth. This cannot be accomplished by one agency alone.

Each cooperating agency should designate a key contact specifically charged with interagency coordination. At the minimum, the agencies should understand well one another's service philosophy, and each should minimize the bureaucracy that stands in the way of providing cross-over services to children.

A united "good neighbors" approach to interagency cooperation, and the creation of safe, clean, and stimulating child

care and latchkey centers should be strongly considered. All involved organizations, such as service clubs, community groups, churches, temples, mosques, and the like, should be brought in early in all such plans.

Because there are few historical precedents for the massive and coordinated cross-agency cooperation we seek, the state could identify and pay for skilled facilitators who understand human relations dynamics (including conflict resolution) to serve California communities as they develop plans.

Separating Instruction from Youth Services Costs

The State Department of Education and the Governor's office, with the input of state organizations representing parents, teachers, administrators, and school boards, could jointly identify state funded or mandated programs that are school district or school site delivered or coordinated, and that are not related to student instruction. While these funds may be allocated to California schools, they would be separated from the ADA instructional expense calculations. Such funds should be identified as youth support expenses.

The Report

2: California Must Promote Local Leadership

Focusing on Students

To effectively manage our schools, school administrators must serve as team leaders and work closely with teachers to maximize the value of the time spent in the classroom.

The entire focus of education should be on the child.

Instead, we find California education very much out of focus, with more attention paid to rules and regulations that drain the spirit, energy, and creativity of both teacher and administrator.

Existing reforms have indeed made progress. But much more is needed.

Needed most of all is the courage to change the current Education Code from a "rules of order" book of lists that encourages inaction, to a broad constitution that sets out the general goals and aspirations of Californians for their schools.

Management of the schools—whether by school administrators, state regulators, or legislators—should focus on supporting education in the classroom, rather than on controlling the smallest detail of how effective education of our children is achieved.

In this sense, the Education Code should provide a framework for action, and not prescribe an ever lengthening list of "rules to live by."

The Code is replete with instructions and limitations that hinder rather than help. This same effort to address specific problems has created a bureaucracy of reporters whose sole function is to track compliance with the regulations.

The historical development of these regulations has been to correct real or perceived inattention to the problems of special groups, whether they be students or educators. It is dif-

ficult to build a case, however, that using regulations and legislation to attack such problems has ever been successful.

School district central offices should also review procedures to make sure that excessive local regulation and paperwork at the site level are minimized.

We must move from a rule-based system of education to one based on performance.

The Commission does not believe the current adversarial environment will allow such a radical change in the approach to managing schools.

However, we strongly urge that a high-level task force be created to examine the results of previous efforts to simplify the Education Code. Restrictive regulation and legislation that impede solid educational achievement must be altered or removed.

Encouraging Innovation with a Hands-Off Model

One positive effect of freedom from excessive regulation is the ability to find new and better ways of educating California's youngsters.

One such model that we recommend is a Hands-Off Model (HO) for local school districts.

Such a model would encourage a local community to explore innovative educational practices and take the risks that are needed to meet the changing needs of both our students and our 21st-century society.

To operate successfully, a local school district accepting the HO approach must embrace the concepts of shared decision making, have the support of the community, and have a clear sense of purpose.

It will require the school board and superintendent to have—and to present effectively—a clear vision of community expectations, and both board and educational staff must agree on clear indicators of success and accountability for achieving these goals.

In practical terms, an HO Model means that the local district would test alternative educational practices. If performance standards are met, the district would have the option of continuing with the alternative practices, exploring other educational approaches, or institutionalizing and continuing to improve the methods used.

During this period of transition, school managers and teachers would have wide-ranging freedom—freedom from regulations and requirements of the Education Code, from local

contract provisions (except for due process for discipline and dismissal), and from any other burdens that hinder educational innovation.

With this freedom to innovate, and the freedom to fail, would come the certain knowledge that no penalties would be applied for failing to meet performance standards mutually agreed upon at the beginning of the HO effort.

After a specified period—perhaps three years—failure to meet standards would mean a loss of the HO Model designation and a return to code, contract, and legislative oversight.

If the HO Model was successful, however, the State Department of Education would have the primary role of sharing with other California districts information about how and why the local school district succeeded. Other districts, based on this example, would be encouraged to undertake similar positive experiments.

We believe the HO Model would work. And we believe that barriers discouraging our educators from achieving excellence must be torn down.

Focusing on Success with an Assistance Model

While an HO Model allows for experimentation, other school districts not ready for new challenges or innovative practices need additional support to move toward the standards of educational excellence that we believe all California schools must achieve.

In an Assistance Model, a partnership exists between local school districts and the state, which can coordinate the application of additional resources at the district or local site when ongoing educational failure is recognized.

The Assistance Model is simple and direct.

Assistance is focused on achieving success, rather than on punishing failure.

The Assistance Model requires the development and acceptance of valid indicators of success at both the state and local levels. And it focuses on increasing community and parental involvement in helping to achieve effective schools.

Finally, it provides exciting opportunities for successful teachers and administrators to work directly with their colleagues to improve California education.

Stages of the Model

In *stage one* a local district failing to meet performance expectations consistently over a period of time would become eligible for assistance. In each stage, assistance could be

focused on one individual school or on several, according to need.

Local districts would have the option of notifying the State Department of Education that a particular school was defined as "at-risk" as a result of consistently failing to meet performance standards.

The local district would agree, as a condition of acceptance into the assistance program, to permit state oversight and to accept the potential for shutting down a nonperforming school after a reasonable effort to remedy problems.

Initially, an assistance team of educators, selected from exemplary schools, would work in an advisory capacity with local school leaders to develop an action plan to overcome the educational deficiencies. Special funds to accomplish these planning tasks would become available. The goal would be to raise performance levels immediately in this school site. A review would be undertaken after one year.

In *stage two,* if substantial progress had not been achieved, the assistance team would return to the school and spend time working with local educators to analyze how the educational action plan might be improved or altered. A revised plan would be implemented, to be evaluated at the end of the second year.

After two years, if substantial progress had not been achieved, the local district would have three choices:

1. Select a state-approved trustee with wide-ranging authority to manage the local school, including authority to override decisions of the superintendent and local school board that were deemed contrary to the improvement of the school.
2. Acknowledge that sufficient progress had not been made at the school, and provide parents with the option of transferring children from the at-risk school to any other school in the local district—or in a neighboring district, if necessary. The assistance team would continue to work to improve the school's performance.
3. In the final alternative, the local school board could close the school for one year or more, transferring all students to other schools within the district—or in a neighboring district, if necessary. The team would return and would have broad authority to develop a revised educational plan for local implementation when the school reopens.

After the second year, the assistance team's authority would include the right to make personnel transfers or changes, override contract provisions (other than due process) that inhibit implementation of the plan, and alter school board

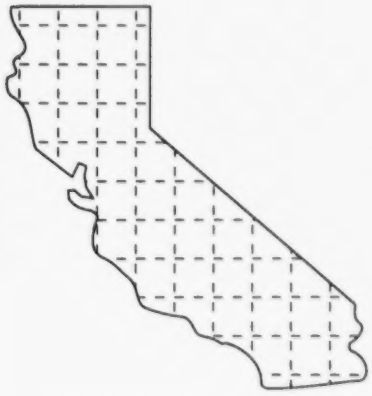
policies that also were identified as inhibitors to local effectiveness.

Alternatives might include replacing selected members of the educational staff (including both school managers and teachers), developing a new educational philosophy, and similar actions.

The Assistance Model provides needed resources to allow a local district, in the early stages, to identify and improve local schools. It keeps the focus and responsibility at the local level, where it belongs.

State Department's Role

The state should set clear expectations for the performance of public schools. Prescriptions for meeting these performance goals should be left to local school boards.



The State Is Key for:

-Curriculum Frameworks
-Overall Expectations

The future, as we see it, has the California Department of Education serving in an oversight role, with a larger function for developing and disseminating research about methods of improving instructional effectiveness. In this capacity the Department would "package" the latest research and techniques for improving programs and curricula, and make this information available to schools on a regular basis.

Financial oversight continues as a key responsibility of the Department. Future efforts should focus on increasing the use of technology for data reporting between school districts and the state.

The State Department of Education must carefully assess whether all data now collected is necessary and must reemphasize the importance of thoroughly analyzing the information that is currently compiled for each district, generating forecasting and trend information for planning purposes at the local level.

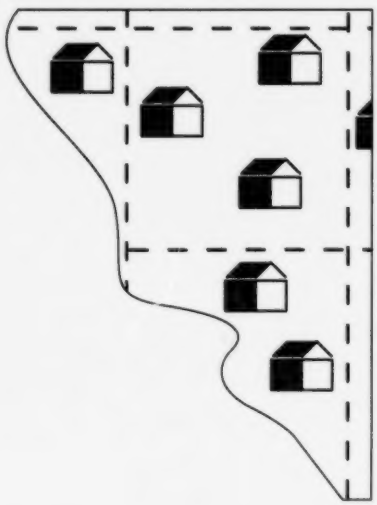
Management by exception—a practice widely used in industry—would clearly benefit most school districts.

Reporting requirements to the state should be consolidated and reduced to a minimum. The only information that should be gathered is that which is truly needed to assure compliance with statutory regulations covering finance.

Local School Boards' Role

Increasingly, conflicts have arisen in some local districts as school boards—often frustrated with the progress of education—have moved decisively to become more involved in the management of the schools.

School managers believe their effectiveness is short-circuited, and special interest pressures or political expediency



Local School Districts Are Key for:

-Setting a District Vision
-Community Connection
-Training
-Curriculum Coordination

results in decision making that deters the efficient delivery of educational services to students.

Conflicts in local districts between school boards and superintendents are debilitating, and draw attention away from the primary purpose of serving our children.

In a new era of partnership and cooperation, we believe such conflicts could be resolved and minimized by a periodic process through which boards and superintendents would review roles and responsibilities.

Local school board members must focus on their role as trustees, working with the superintendent of schools to set a vision of success for the schools—a vision embraced by the local community.

The focus of the board should be on hiring a superintendent of schools who can implement this community vision. Policies should be developed which assure that state and local expectations are met.

While recognizing that school boards have broad authority and legal responsibilities, the Commission believes that wherever possible, a spirit of cooperation and partnership, rather than wary acceptance and competition, must be fostered in the schools of the future.

As California prepares for its future, the Commission believes that the California School Boards Association (CSBA) should help improve management of the schools by increasing offerings of "boardsmanship" training for local school trustees and any other citizens interested in serving their schools.

Such training should be based on broad input from citizens and school administrators, and should emphasize models for effective partnerships and collegiality.

CSBA, which has consistently demonstrated support for board member training, should rightfully take the lead.

Training for superintendents and other school managers is addressed later in our report, and is equally critical to the development of a collegial, productive relationship with school boards.

Local Schools' Role

Today, decision making is too often concentrated at the central office and school board level.

In our view, the local school site should be the unit both of implementation and of accountability for the success of the school district's vision.

Local Schools Are Key for:

-Shared Decision Making
-Instruction
-Teacher/Administrator Teamwork
-Parent/School Connection

With this model, the local school site would have the primary responsibility for establishing instructional approaches and strategies, based on a premiere understanding and knowledge of the students and the community that make up the local school.

Principals and key members of the instructional staff must be given authority and responsibility for hiring, evaluation, resource allocation, and program development within this collegial model.

In industry, this model pushes decision making and responsibility to the lowest possible level. It operates on the basis that spans of control are wide, with managers at the central office level focusing on providing supportive, rather than directive, services.

Local accountability and local control depend on school managers and faculty working together to provide local leadership. We are confident that our educators, unfettered by excessive regulations and provided with adequate resources, can build the future that we seek for our children.

Regional Service Centers

Patterns of school organization have more roots in history than in practicality, and structural changes are needed to improve the efficiency and effectiveness of California schools. In most cases, the efficiencies gained through restructuring will offset any incremental costs in implementing the changes.

An idea now being used in a limited way should become official policy in California:

Regional Service Centers (RSCs) should be created to provide a wide range of support services.

Such centers could be created (as some are now) by a consortium of county offices operating under joint powers agreements. RSCs are particularly useful in achieving economic efficiencies and improving the availability of technical resources.

Services provided by RSCs could include such things as long-range planning assistance, data-processing and data-related management services, food service, transportation, purchasing, insurance and risk management, staff development, testing, special education, and similar services where economies of scale might create savings.

The objective is to operate such services as efficiently as possible, freeing funds to be applied more effectively in our classrooms.

While some core funding would be required for extending the RSC program, the majority of funds would come from contracted fees paid by local districts to the center.

Strong consideration should be given to merging the role and function of the existing county offices of education with these RSCs.

Consolidating School Districts

The Commission strongly believes that a school district should include at least one high school and all of its feeder schools.

This allows for coordination of curriculum and instructional approaches. Current patterns of organization present a complicated mishmash that often finds feeder districts with conflicting curricula.

Since many districts are not based on geographical or political boundaries, there is little sense of community.

To some degree, a district organization based on this model may also create a greater sense of community and more opportunities for parents and other citizens to become involved with their "local" schools.

In 1945 there were 2,554 districts in California. By 1986, that number had changed to 1,028 districts.

A unification bonus prompted this consolidation, which unfortunately was halted when Proposition 13 was passed nearly a decade ago.

To encourage such organizational change, the state should again return to fiscal incentives for voluntary consolidation of small units, or other districts that might consolidate along geographical or political boundaries.

With the elimination of duplicated services, voluntary consolidation may also result in some economies of scale. School facilities can often be better utilized, perhaps delaying the need for replacement, restoration, or construction of new facilities.

Such fiscal incentives, which have been used in the past, could be implemented for ten years, with a definite "sunset" provision to encourage active consideration of this option.

The Commission believes that, in addition to consolidation, further study is needed to determine the value of dividing extremely large districts into smaller, more responsive units.

Freedom of Choice

Parents should have an increased opportunity to select the public school program their child attends, either within the school district where they live or the district where they work.

This "free market" approach introduces an element of positive competition and accountability that is missing from education. Such freedom of choice is not expected to be difficult to manage, and evidence suggests that parents who are actively involved in selecting a school program become more involved, enthusiastic, and supportive of such programs.

Freedom of choice—both for parents and for educators—will allow local school sites to develop instructional approaches based on perceived community interests, developing, in some cases, "schools within schools" that allow parents and students more options.

While we believe strongly in these things, we hold resolutely to the view that we must not further segregate students, nor deny equal access.

Magnet schools have demonstrated that unique choices offer challenges and excitement for students, staff, and parents. It is our conviction that schools cannot succeed without this enthusiastic support at all levels.

Conclusions

The School Site as Unit of Implementation and Accountability

The superintendent and board must engage in an explicit conversation about what the phrase "increased site level discretion and autonomy" means in their school district.

We believe it means much greater budgetary discretion, discretion in hiring and transfer decisions, and flexibility in determining which instructional materials and student learning strategies will be used and what kinds of staff development are needed.

For this to happen, the board and superintendent must actively support a decentralized approach while providing a clear mission, clear goals, and clear expectations.

As part of this process, the superintendent and principals should specify which board policies or district practices inhibit site-level discretion.

The superintendent and principals should explicitly agree on the site's budget, personnel, and instructional decision-making latitude and the standards against which the local site will be held accountable.

Clear Roles for the School Board and Superintendent

Superintendents and school boards who agree with our belief that the local school site should be the focus of the district must establish a clear and unifying vision for the district. It must be clear and compelling. Once that vision is created, it is the superintendent's responsibility to build a climate of support for achievement of the district's vision. It is imperative that the superintendent identify—and support effectively—principals who can help attain this vision.

The vision created by the school board and superintendent should form the basis of the leadership agenda for the school district for the following five years. Communicating the vision to the staff and community is of paramount importance.

Principals should be provided with training in leadership skills so they too may accept responsibility, along with the school board and superintendent, for sharing the vision with staff and community.

The Importance of Middle Management

It is critical that the vision created by the local board and the superintendent is well understood by central office staff, because they play a key role in supporting implementation at the school site level.

Without that support and oversight, the board and superintendent have no effective means of responding to the varying needs of school sites and providing more specific direction to those schools that have difficulty translating the vision into high-quality programs.

Other Roles and Expectations

Principals should be evaluated against standards of excellence that relate directly to the agreed-upon mission and vision of the school district. The central office should be reoriented toward providing maximum support to principals to help them achieve the district's goals.

This may mean redefining jobs and responsibilities at the central office level and transferring some duties to the site level.

Performance expectations must be fairly arrived at and clearly understood, and they must accurately measure performance.

The Role of the State

To move from a long tradition of top-down regulation and management will require a committed and concentrated effort.

A set of overall and grade-level expectations for California schools must be identified. This should be done by the state superintendent of schools, the state board of education, and representatives from each major educational organization, as well as other organizations that have an interest in public education. Overall statutory guidance should be provided by the legislature and the governor.

These expectations should be adopted as law, along with a mechanism for waiving selected restrictions in the education code when school districts file a five-year school improvement plan, including minimum performance standards.

The State Department of Education should develop educationally sound and broadly accepted indicators of success.

The Report

3: California Must Build a Partnership Between Teachers and Administrators

Administrators and Teachers Working Together

Nothing less than a revolution in attitudes and behaviors among educators is needed if California schools are to operate effectively in the 1990s and beyond.

A compelling new work environment must evolve—an environment in which school administrators and school teachers focus on children rather than enforcement of the Education Code or a union contract.

Clearly, the Commission feels that unions have a very important and continuing role to play in helping to develop and maintain this new work environment.

However, the Commission also believes that the current adversarial nature of bargaining is indefensible and outdated for the schools of the future.

Both the unions and the school boards must force this change.

In large measure, the adversarial nature of today's teacher-school district relationship is based on an industrial model of unionism that is undergoing fundamental change even in heavy industry.

Contracts are overly prescriptive and have been used to establish roadblocks between the school district, its teachers, and its administrators.

For teachers and administrators to be accepted as professionals by each other, it is essential that a climate of trust and mutual respect be established—a climate that permits a collegial approach to shared decision making and mutual problem solving, with a focus on children that does not exist today.

Consistent with all Commission findings and recommendations, we believe a flexible approach that motivates educators to achieve excellence, allows individual freedom and site-level accountability, and rewards achievement and performance are the foundation for a new work environment.

At the heart of any change is the acceptance of the partnership model of serving students. In this scenario, administrators, teachers, and parents work together to set goals for students at the school site.

While this partnership sounds simple to accept, the current evidence of how teachers work with other teachers and how teachers and administrators work (or don't work) together suggests otherwise.

To increase professional effectiveness, school managers will have to radically rethink their own roles.

The focus of management must change from control and regulation or enforcement, to support that is dedicated to helping achieve objectives.

These changes, of course, are directly tied to loosening the choke-hold that excessive regulations place on school administrators.

At the school site, principals must return to the model of principal as instructional leader, and teachers must accept principals as important members of their instructional team.

Decision making at the site level should be shared by the faculty in a collegial manner, while recognizing that the site administrator must ultimately have the ability to make decisions in selected areas.

Principals and teachers will need training and assistance to develop local school faculties with this new partnership. They will also need the full support and cooperation of local unions and the district's superintendent and school board.

In such a partnership, both sides win. Mutual respect replaces mutual disdain. Mutual attention is focused solely on students.

To succeed, the partnership approach must be nurtured and given adequate time to develop—and it must be meaningful. The decisions that are made must ultimately lead back into the classroom. Otherwise, they will be useless exercises.

In this model, there will be many opportunities for career advancement within both teaching and administrative ranks.

The barriers that exist today preventing easy transfer of educators from district to district must be struck down. No

formal or informal agreements should be allowed that limit the transfer of experience when a teacher desires, for personal or professional reasons, to relocate to another California school district.

Great teachers should remain great teachers—rather than being forced for economic reasons to enter administration—and should be rewarded with adequate salaries. Too often, salary schedules stand in the way of teaching, encouraging movement into the administrator ranks simply on the basis of salary advancement—precisely the wrong reason to leave teaching. Movement between teaching and administration should occur naturally, without friction based on finances.

Today, individual performance is rarely recognized and even more rarely rewarded.

Teachers and administrators seem willing to accept average performance as a standard, rather than reward exceptional talent and performance. This must change.

Teachers must be willing to recognize outstanding performance among their peers and applaud when such achievements are rewarded. Administrators and teachers together must define what excellence is, and then jointly identify those who practice it.

Working together, educators must develop evaluation systems that are designed to improve performance, rather than identify failure.

Teachers must open their classroom doors and allow their peers to pass constructive and positive judgments about their performance.

And administrators must be willing to let their own performance stand the same scrutiny, including the development of models of administrator evaluation that include input and review by teachers.

Today's schools stifle creativity and freedom. We must reward risk takers and provide them with the freedom to experiment, and the safety to experiment and fail without fear.

Clear distinctions must be made between poor performance —which must be remedied—and failed experiments.

Compensation systems for both administrators and teachers must include incentive, reward, and performance components based on sustained performance, judged at the local site level.

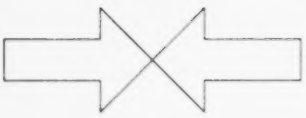
And in order to effectively carry out these new compensation systems, teachers and administrators must agree to trust

one another and allow judgments to be made.

To make this possible, school boards must carefully review and repeal any policies that inhibit the development of positive work environments at the local school level.

A major staff development effort is needed, focused solely on "quality of work life" issues. Local communities must recognize that the quality of work life for our educators is an integral part of achieving success with students.

In this new partnership, school administrators must do all they can to improve the quality of the work life for the teacher in the classroom.



School districts must support school administrator efforts to obtain and maintain needed equipment, textbooks, and instructional supplies. It is essential that constant classroom interruptions and disruptions be eliminated.

Teacher staffing must be adequate to allow for planning time and for individualized instruction to help keep all students at grade level. It is likely that such planning time will need to be created by extension of the current school year for teachers and administrators.

In our vision, adequate differentiated staff and support staff —with appropriate resources—would be available to relieve teachers of time-consuming clerical and other noninstructional duties, such as the endless filling out of standard or routine reports.

Simply put, we believe California is best served by having teachers in the classroom teaching, supported by school administrators whose major focus is on helping them improve their performance and effectiveness.

Little has been done at the state level to explore how technology might be applied in the classroom. We believe that business and education must join together to develop ideas about the applications of technology for teachers.

A Four-Year Transition

Such systemic changes cannot occur overnight. The Commission believes a four-year period might serve as a solid test period.

In those four years, local districts willing to create a new working relationship might have these freedoms:

- exemptions from unwieldy education code requirements, with the exception of due process, health and safety, and some minimal reporting requirements;

- multi-year contracts for school administrators, with clear due process procedures and clear performance expectations outlined;
- bonus incentive funds for successful performance at the local school site, to be used at the school site; and
- exemptions from contract or school board provisions that limit local site operating flexibility.

Developing School Leaders

The changes requested of school managers and teachers require an ambitious investment by California in ongoing staff development.

Each local district, however, must be allowed to devise staff development programs that best meet the needs of the local education community.

Increased state funding should be given a high priority. Local school districts must demonstrate a meaningful commitment to staff development by providing adequate resources to have training take place during normal business hours, and not on weekends or during after-school hours when the effectiveness of such efforts is jeopardized.

To be effective, instructional staff development activities need to be carefully planned and developed by administrators and teachers alike.

Such activities should be focused at the school site level and should include ongoing components for assistance and follow-up.

There needs to be a reexamination of the who, when, and what of administrative preparation programs. Local administration should link with universities in recruiting and selecting only the most promising candidates for these programs.

Instead of these individuals crowding academic and field work into extra hours beyond the long days of teaching or on weekends, a variety of ongoing, subsidized leadership development programs should be prepared and offered by the State Department of Education, local districts, the Association of California School Administrators, and California universities.

Finally, the content of these programs needs to synthesize a broad education in creating powerful school cultures with at least a beginner's set of management tools needed for day-to-day operations.

Administrative Credentials

In recent years, efforts have been under way to establish a body composed almost entirely of teachers to oversee the certification of teachers. A natural response would be the creation of a body primarily made up of administrators to certify school administrators. The Commission believes that these developments would reduce, rather than enhance, the spirit of mutuality and collaboration that must characterize the processes of professional development.

The Commission recommends that the credentialing process continue to be conducted by representitives of all segments of the profession.

The administrator preparation program envisioned by the Commission will include a balance between academic and field work, including a year-long internship supervised by a certified mentor. Senior administrators should attend an executive development center offered by the professional association in collaboration with universities and business.

Such programs will emphasize instructional and staff leadership, conflict resolution, data analysis, program evaluation, observation strategies, and the creation of a professional and collegial work environment.

Conclusion

The school of the future that we envision will have a different work environment than the schools of the 1980s.

Schools will be organized so that teachers will routinely be involved in instructional decisions and will face problems with administrators on a nonadversarial basis. Senior teachers will be involved in peer evaluation and tenure decisions, which will happen during the fifth year of a beginning teacher's service.

Not all of these changes can be accomplished simultaneously. As a first step, principals and teachers should together identify how a school's work environment could be enhanced to create a more professional setting and climate. The principal and faculty should agree on annual objectives aimed at creating a new work environment.

Principals should encourage peer observation, and should volunteer to cover class time to allow teachers this opportunity. Working with the faculty, the principal must devise strategies to increase the amount of purposeful instructional time spent in the classroom.

Principals should have funds available to reward instructional success. They should establish small amounts of discretionary funds for individual teacher use, and a larger fund of discretionary monies to be applied at the local school site, based on faculty input.

Principals should arrange teaching schedules to permit team planning time.

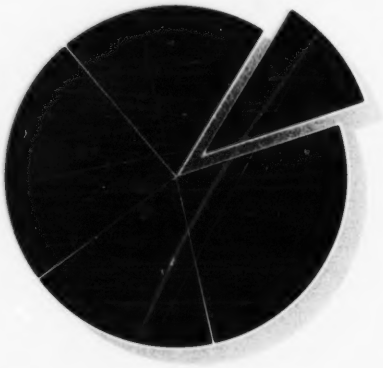
At the local school district level, school boards and teacher unions must earnestly seek nonadversarial models for bargaining.

CSBA and California Federation of Teacher experiments now under way should continue and be expanded. ACSA case studies on successful nonadversarial bargaining models should be published and used as the foundation for an extensive training program.

To further create the new school of the future, school districts and principals need to change first-year teaching assignments so that beginning teachers have a reduced load; are assigned the best classrooms, materials, and students; and are provided the services of a mentor teacher.

Finally, we believe school leaders and government officials will benefit greatly from extensive on-site research in such communities as Rochester, New York; Dade County, Florida; and Pittsburgh, Pennsylvania—three communities in which new models of shared decision making and nonadversarial bargaining relationships are currently in place.

In particular, the Commission recommends that the presidents and executive directors of the Association of California School Administrators, California School Boards Association, California Teachers Association, and the California Federation of Teachers travel jointly for such a familiarization tour. The lessons learned must be shared jointly.



The Report

4: California Must Significantly Increase Spending on Education

The Financial Crisis

California schools find financial adversity wherever they turn. No longer able to depend on the local community for support, school boards and administrators instead find themselves tied to the state's financial fortunes, and to political machinations that have little to do with support for education.

Schools operate in a constant state of financial crisis, aggravated by the inability to plan logically for levels of income. A broad perception exists that the lottery—which was to provide funds to enrich our schools and our students—has solved our problems. In fact, no more than three percent of the available funds for education come from the lottery. Rather than enriching our educational coffers, these limited lottery funds have, for too many districts, become the means of mere survival.

We ask school leaders to manage, and then we cripple them. We have reduced administrators to wards of the state.

We ask them to wait until the last moment to know how much money they will have to spend on education, and then we prescribe for them how to spend it. The focus changes from achieving excellence to merely surviving.

It is fair to say that much of the negative climate that affects schools is caused by this inability to plan, and by the heavy weight of overregulation.

Proposition 13 and the Gann Spending Limits cripple schools further—even when the state is prosperous, the question of adequate school funding moves further into the political arena.

Fundamental changes are needed across the educational slate, from levels of funding to how monies are allocated,

particularly in recognition of our changing student population and the increase in at-risk students.

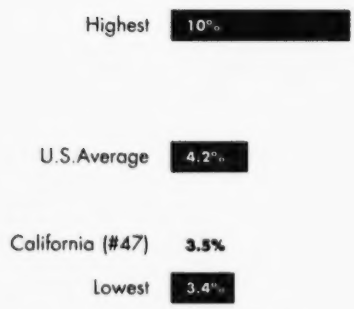
From the current system of chaos must emerge a well-reasoned financial plan that allows for stability and flexibility in dealing with local issues and local problems in a rapidly changing environment.

Per Capita Personal Income, by State, for 1985–86

Local communities—now far removed from financial decision making with their schools—must be allowed to participate in more meaningful ways.

By nearly any measure, California ranks low in comparison with other states in support of education. According to the "Conditions of Education in California 1988" report, California's expenditures on public schools, as a percentage of total state and local government spending for all current functions, was 20.8 percent in 1986, compared to a national average of 24 percent. Only five states spent a lower percentage than California.

For more than a decade, we have devoted a smaller percentage of our personal income to education than almost any other state.



Percent of Personal Income Spent on K–12 Education, by State, for 1985–86

In 1985–86 our K–12 revenues as a percent of personal income stood at 3.5 percent, almost one percentage point below the national average of 4.2 percent. In fact, we rank 47th nationally on this important measure. And our class sizes are among the largest in the nation.

California lags significantly behind several other large industrial states in terms of per-pupil spending for public education.

In order to close the gap between California and the top ten states in the nation (excluding Alaska), California must commit itself to a systematic plan of increased state and local support for public education.

Assuming a 5.0 percent annual growth rate for the average expenditure of the top ten states over the next five years, California expenditures would have to increase, on average, about $2.4 billion per year, and in 1992–93 would equal approximately $6,320 per pupil. With an estimated 5.2 million students in that year, total spending from all sources would be approximately $32.9 billion.

With a growing student population, increased support for education in some recent state budgets has only served to keep us from falling further.

In the 1987–88 budget, the amount of real dollars provided for educating California youngsters actually fell by $106 per student.

Compared with states considered as our major industrial competitors, we fare even worse. New York, for example, most recently spent about $72,900 more per classroom of 30 students to support education, resulting in smaller class sizes, better training for teachers, and more libraries, teaching materials, and supplies for students.

Since the advent of Proposition 13, local property taxes have provided a relatively small share of funding for schools. Since 1980, local property tax revenues have averaged about 20 percent of total school revenues. With increasing needs, the amount raised locally must be increased.

There is much consensus that Proposition 13 and the Gann Spending Limits should be amended to reflect the financial needs of our schools. We concur that changes are needed, and we charge legislative leaders to give top priority to effective financial support for our schools.

However, the Commission considers it deplorable that California citizens must continually resort to initiatives to accomplish major educational policy decisions. Our elected officials must move beyond partisan politics and act as statespeople. We deserve nothing less.

Increased flexibility must be given to local communities to raise additional local revenues for school improvement purposes beyond the amounts that are considered for school revenue limit purposes.

There are several financing mechanisms that provide such local flexibility, without conflicting with the principles of the Serrano decision.

The basic framework for allowing local school districts greater control over local property tax revenues should be placed in the California Constitution, and the Legislature should be directed to develop an appropriate implementation plan.

While funding has been inadequate, the needs continue to grow. An increasing student population will require more teachers, more classrooms, and more support services. The changing nature of that student population—with more students needing extra assistance—has broad financial implications as well.

To provide stability, we must declare the importance of education in California by providing for a multi-year financing plan.

Current practice has the legislature debating budget issues well into summer months, leaving school administrators to ponder a new school year without the most basic information needed to plan.

The Commission strongly recommends establishing a three-year base funding level to provide such stability. But we need to do more.

To provide for California's future, base funding levels should be set to equal or exceed the average annual expenditures per student of the ten states, excluding Alaska, that have the highest annual expenditures per student for elementary and high schools.

This would guarantee that our children would receive resources comparable to those of other leading states. California needs to invest in our children to assure that our economic power—and the quality of life it helps build for our residents—remain high. Joining the education leaders, rather than resting at the very bottom, would help secure that position.

Local citizens must be allowed to vote additional taxes for their schools.

This is fundamental to the notion of a partnership in local communities. Most citizens do not realize that the state provides almost 70 percent of all school funding, thus preventing local citizens from investing in their children, and inhibiting the very creativity and innovation that must be allowed to flourish as we face California's future. Local communities have the right to say "we want to do more."

In the same vein, the state must recognize the added needs of at-risk students, and provide additional funds in per-pupil allocation formulas.

In keeping with our belief that the school site should be the focus of decision making and accountability, increased funding for at-risk students should be allocated at the site level to the site administrator, and not be restricted as categorical funds.

The local principal, in concert with his or her staff, is best able to determine how these additional funds should be used to provide students with the extra support they need. We believe the intent of AB 777 should be expanded to include all categorical funding, allowing the local site principal, teachers, and parents to devise local spending plans.

The School-Building Crisis

While many of our recommendations deal with attitudes and emphasis, a crisis of another sort exists in our school buildings.

Schools have deteriorated to the point that the physical quality of our schools has become a quality of work life issue for both students and teachers.

Boilers break and go unrepaired for months. Classrooms are anything but pleasant environments, with teachers often undertaking heroic efforts to brighten their rooms against aging paint (often with toxic leads laced in endless coats), cracking ceilings, worn-out floors, and broken windows.

Our educators, and our students, deserve more.

The estimated replacement cost of our current facilities is $50 billion. Clearly, we cannot afford to jeopardize such a massive public investment by postponing maintenance any longer.

The Commission strongly believes that California is rapidly losing a school infrastructure that cannot be replaced. Districts hard-pressed to meet current operating needs have deferred maintenance beyond any acceptable levels.

The state, which is already increasing support, must speed the delivery of funds available under current programs, and increase available funds through additional bond issues or similar methods.

It is time to face head-on the massive problem of removing asbestos and leaded paint from our schools. The costs for older buildings will be enormous, and local districts will need strong state support to immediately tackle this task. Where the health of educators and students is concerned, excuses for inaction are unacceptable in any form.

Increasing Enrollments

Recent projections by the State Department of Finance indicate that by 1993–94, K–12 enrollment will reach 5.3 million students, an increase of 859,000 students compared to 1987. On average, projections show 140,000 new students arriving at California schools each year.

To house these students we must build approximately 800 new schools containing 21,000 classrooms, at a projected cost of $11 billion. Steps must be taken now to meet this need, increasing both state and local support for school construction, including increased use of local bond measures that are approved by a simple majority of the local electorate.

But meeting the needs of an estimated 859,000 new students is only one issue. Currently, California's 1,028 school districts have more than 7,000 school sites, 50,000 buildings, 160,000 classrooms, and 425 million square feet of space.

To help accommodate increasing numbers of students and new ways of maximizing the value of instructional time (and

physical plants), many of these new buildings and classrooms require massive retrofitting and upgrading of electrical, plumbing, and mechanical systems.

Included in these tasks are protection against earthquakes and adequate access for people with disabilities.

The simple truth is that a quality physical environment is a major part of the learning equation.

We have tried to do too much for too long with too little.

Conclusion

There are times when evolutionary change is appropriate, but these are not those times.

If our society is to succeed, nothing short of a revolution is needed in our schools.

That revolution must include everyone in California. No one can be permitted to stand aside, for too much is at stake.

The partnership presented here is not a dream, but a foundation, rooted in reality and ripe with promise.

Join us in the future that we seek. We *can* return to greatness.

— Commission on Public School Administration and Leadership

Appendix A

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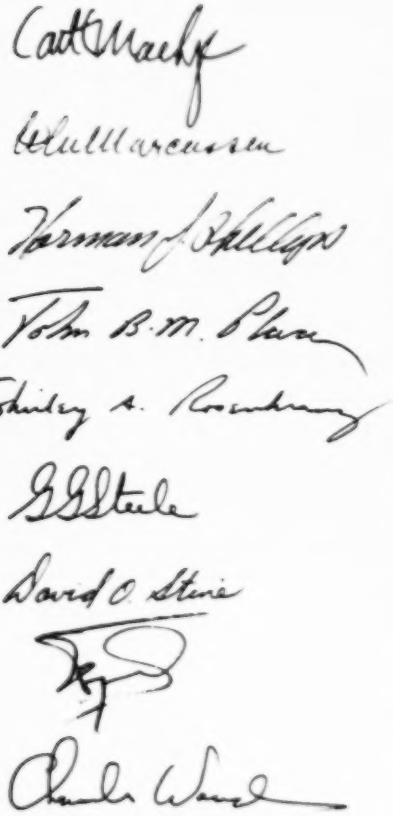

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AT&T

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